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ABSTRACT

During the year 1981, the National Advisory Council on Vocational Education (NACVE), composed of 37 members, conducted 4 full-membership meetings, in addition to meetings of committees of the Council. As a result of these meetings, the Council issued seven papers on the following topics: vocational education in correctional institutions; policy statement on reauthorization of the Vocational Education Act; compendium of NACVE reports, policy statements, studies, and other activities since 1969; analysis of the management evaluation review for compliance/quality; briefing paper on the Vocational Education Study; comments on the reports of the National Commission for Employment Policy; and the 1980 Annual Report. Summaries of these seven reports, as well as names and addresses of Council members, are included in this annual report. (KC)

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NACVE

1981 ANNUAL REPORT

June, 1982

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This Report is submitted as part of the Annual Report of the U.S. Department of Education, as required by the General Education Provisions Act. The Council makes other periodic reports throughout the year, under the provisions of the Vocational Education Amendments of 1976 (P.L. 94-482).

CE033335

The National Advisory Council on Vocational Education
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THE NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION was created by the Congress through the Vocational Education Amendments of 1968 and extended by the Education Amendments of 1976. Its members are appointed by the President. The Council is charged by law to advise the President, Congress, and Secretary of Education concerning the administration and operation of vocational education, employment and training, and other pertinent programs. The Council is to make such other reports or recommendations to the President, Congress, Secretary, or head of any other Federal department or agency as it may deem desirable. The National Advisory Council, after consultation with the National Commission for Employment Policy, is to identify the vocational education and employment and training needs of the Nation, and assess the extent to which vocational education, employment training, vocational rehabilitation, special education, and other programs under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs.

In addition, the National Advisory Council is mandated to provide technical assistance and leadership to State Advisory Councils on Vocational Education, in order to assist them in carrying out their responsibilities.

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5/20/81

1981 MEETINGS OF THE

NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

February 20-21, 1981	Washington, DC
June 18, 1981, 1981	Washington, DC
October 30-31, 1981	Arlington, VA
December 7, 1981	Atlanta, GA

Additional meetings of Committees of the Council were held at other times throughout the year, as well as in conjunction with regularly scheduled full Council meetings.

1981 COUNCIL REPORTS

March 1981	Vocational Education in Correctional Institutions
October 1981	Policy Statement on Reauthorization of the Vocational Education Act
1981	A Compendium of NACVE Reports, Policy Statements, Studies and other Activities Since 1969.
November 1981	Analysis of the Management Evaluation Review for Compliance/Quality (MERC/Q)
December 1981	Briefing Paper on the Vocational Education Study -- Issue Paper No. 3
1981	Comments of the NACVE on the Reports of the National Commission for Employment Policy
June 1981	1980 Annual Report

FINDINGS AND RECOMMENDATIONS

Vocational Education in Correctional Institutions:

Within the past decade there has been a growing concern on the part of some members of Congress and the Executive Branch, correctional administrators, and the informed public about soaring crime rates, overcrowded, substandard, and violence-ridden correctional facilities, and the seeming failure of current rehabilitative practices, as evidenced by high recidivism rates and massive unemployment among ex-offenders. Analysis of public opinion also suggests that there is diminishing confidence in the system's ability to habilitate inmates. The public's attitude seems to be "...that anyone sent to prison does not deserve the opportunity to be rehabilitated."

Based on this growing concern and the general public's negative attitude, the National Advisory Council on Vocational Education (NACVE) decided, in 1979, to hold hearings as part of a study of correctional vocational education in the United States. From November of that year to April of the next, the Council conducted four national hearings on the "status of vocational education in correctional institutions" and received wide-ranging testimony from 106 witnesses representing 27 different states. By making correctional vocational education a priority for the year, the Council fulfilled part of its very broad mandate to advise the President, Congress, and the Administration on matters concerning vocational education and its administration.

OVERVIEW

Approximately 446,000 adults are at present incarcerated in the nation's 912 state correctional facilities, 4,000 local jails, and 49 federal institutions and centers. Fifty-nine percent of all adult inmates are in state prisons, 36 percent in jails, and the remaining five percent (or 24,000 inmates) in the federal prison system. Incarceration has dramatically increased during the last decade. Between 1973 and 1978 there was a fifty percent increase in the incarceration rate for adult offenders. Ninety-five percent of all those who are incarcerated will eventually return to the free world; approximately 150,000 inmates are released each year. Those released should have received quality, comprehensive vocational preparation prior to their reentry into the free world and subsequent participation in the labor market.

There is a good deal of support for the view that vocational and educational programs, given the appropriate resources, can promote positive change in individual inmates and enhance their chances of obtaining jobs upon release and becoming productive members of society. Warren E. Burger, Chief Justice of the U.S. Supreme Court, advocated in his 1981 report to the American Bar Association, that vocational and educational programs be made mandatory, with credit against the sentence given for education progress. Two former offenders stated that successful completion of one vocational course may be the first real accomplishment for an inmate and thus a source of inspiration leading to rehabilitation.

Vocational education in corrections can be defined as instruction offered through the systems (i.e., jails, state and federal prisons) to

enable offenders to be employment-ready upon their return to free society. It involves the development of basic skills, specific occupational training, and an array of "job readiness" attitudes and talents, including the development of positive motivation, good work habits, and survival skills. By using this definition as a guideline, the hearings brought forth a general understanding of vocational programming as it is practiced in correctional institutions. Overall, the current level and quality of correctional vocational education is not adequate enough to provide, on a regular basis, comprehensive vocational education programs to offenders. As a result, when offenders return to society, they are not prepared to compete in its labor market. The tone of the testimony was that the problems and barriers hindering the efficient and effective delivery of vocational education are not insurmountable. Goals and efforts to bring about change must not be timid.

Specific Findings

Over the course of the four hearings several issues were addressed repeatedly. Four major issues were implicated in all the problems, frustrations, and possible solutions discussed by the witnesses. What follows is a listing of some of the problems and some of the related recommendations (expressed as observations in the last section of the report) identified by the witnesses for each of the four major issues.

Funding:

- Inadequate funding.

  Congress should include in the VEA reauthorization language and policy assuring correctional programs access to funding and services under all provisions of the Act.

- Lack of cooperation and communication, including fiscal matters between state education and correctional agencies.

  Congress, through the VEA reauthorization, should consider, or mandate, the establishment of a staff position for correctional education in each State Department of Education which would help link the many state resources and agencies that assist education and employment training.

  Federal vocational education legislation should specify and encourage formal communication on the state level between the State Department of Corrections and the State Department of Education and other agencies involved in providing services to offenders.

Administration:

- Insufficient recruitment, training, and retention of qualified vocational instructors.

The Federal Government should encourage quality programs and curricula for the training of correctional teachers and staff for academic and vocational programs.

- Lack of adequate facilities and equipment.

  Federal funds, either through the VEA or additional legislation, should be made available to upgrade and expand existing facilities and equipment used in correctional vocational education.

- Lack of coordination and integration of vocational programs with prison industries.

  Congress should consider amending VEA to ensure that prison industries are coordinated and consistent with the educational and training needs of inmates.

Comprehensive Programming:

- Lack of vocational program standards at all levels.

  The Federal Government, through NACVE or other appropriate agencies, should develop national minimum standards for educational and vocational programs in correctional institutions.

- Lack of programs relevant to realistic job opportunities.

  The Federal Government should encourage further involvement on the part of industry and labor in correctional education by requiring state advisory committees on correctional education with broad representation, including that of the private sector.

Federal Policy and Leadership:

- Absence of overall coordination.

  The U.S. Department of Education should establish an office for Correctional Education.

- Shortage of research, evaluation, data collection, and technical assistance.

  The Federal Government should assume a leading role in promoting and supporting much needed research, evaluation, and data collection in correctional education.

  Congress should provide funding for and charge the Department of Education with the responsibility to establish a national information, research, and reporting system for education and vocational training in correctional facilities.

Supreme Court of the United States
Washington, D. C. 20543

CHAMBERS OF
THE CHIEF JUSTICE

October 28, 1981

Dear Ms. Gibson:

Thank you for sending me a copy of Vocational Education in Correctional Institution, the report by the National Advisory Council on Vocational Education. An analysis of the report brought the following observations.

Crime and the fear of crime seriously threaten our way of life and we must find practical solutions for dealing with convicted criminals if we are going to make any progress in coping with this problem. Ninety-five percent of the nearly 450,000 adults who are presently confined in our nation's prisons will eventually return to freedom. Without any positive change, including learning marketable job skills, a depressing number -- probably more than half of these inmates -- will return to a life of crime after their release.

One small but practical positive step - indeed, a step that I have advocated for many years - is the introduction of mandatory educational and vocational programs for all inmates. Not one should leave prison without at least being able to read, write, do basic arithmetic and be trained in a marketable job skill. Unless we accept the hard reality that the confinement of offenders behind walls and bars -- without trying to change them -- defeats a principal objective of the penal system, we will never make any progress in the battle against crime.

This report of the National Advisory Council on Vocational Education, which contains information and recommendations designed to improve vocational education within prisons, is a step in the right direction. We need to act to implement the

recommendations made in this Report and to take positive steps as a nation to improve the quality of educational and vocational programs within our prisons.

This is not a visionary idea but a common sense application of the concept of society's collective self-interest.

Cordially,

Warren E. Burger

Ms. Carol S. Gibson
Chairperson
National Advisory Council on
Vocational Education
425 Thirteenth Street, N.W.
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STATEMENT OF WILLIAM FRENCH SMITH
UNITED STATES ATTORNEY GENERAL*

"As our Chief Justice has noted, criminals must one day return to society and it is a wise investment to make our prisons habitable places where prisoners can receive vocational training to enable them to be responsible citizens. A wide variety of efforts has been made in recent years to explore ways to strengthen vocational training programs in correctional institutions. A recent effort, sponsored by the National Advisory Council on Vocational Education, involved a series of regional hearings. Over 100 witnesses, representing a wide variety of interests, contributed oral as well as written testimony. There was overwhelming consensus that vocational and eudcational programs can promote positive life styles in individual prisoners and can contribute substantially toward their chances of employment on release. The Advisory Council recommended and we concur in this recommendation, that incarcerated offenders be identified as a primary group to receive Federal support in vocational education programs."

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*Before the Committee on the Judiciary Subcommittee on Criminal Law, United States Senate, Concerning Violent Crime, on October 23, 1981

Policy Statement on Reauthorization
of the Vocational Education Act:

-- Reauthorization of the Vocational Education Act should be considered within the context of efforts to revitalize the Nation's economy, and Federal dollars should be focused on improving programs as an investment in human resources, in order to guarantee the skilled workforce of the future.

-- Vocational education touches directly on many vital National concerns; Federal dollars should be concentrated on Federal goals and priorities, with the emphasis on incentives and innovative approaches to accomplish those goals.

-- Administration and funding should remain under the Department of Education, or successor agency.

-- The scope of the Act should be narrowed to target on program improvement and expansion, and access/equity for all citizens.

-- Within this context, reauthorization should concentrate on six areas: (1) Areas of High Unemployment; (2) Emerging Occupations in High Demand areas; (3) Economic Development and Training; (4) Handicapped; (5) Defense Needs; (6) Correctional Education.

-- National and State Occupational Information Coordinating Committees and a National Center for Research in Vocational Education should be continued.

-- Federal requirements and regulations should be reduced to permit greater flexibility at state and local level in carrying out the purposes of the Act.

-- The formula for distribution of Federal funds should be designed to overcome past inequities to urban and rural areas.

-- A portion of CETA funds should be directed to urban vocational schools to assist them in improving programs for disadvantaged youth.

-- Incentive funds should encourage innovative linkages bewteen vocational education, other education and training programs, and the private sector.

-- Apprenticeship programs should be expanded, and vocational education should continue to play a major role in those programs.

-- Funding for replacement and modernization of equipment should be a program improvement priority, and incentives should be provided to find innovative ways to equip programs, other than outright purchase.

-- Funding of technical programs at the baccalaureate degree level should be considered, and incentives provided for increased articulation between secondary and postsecondary programs.

-- The sole state agency concept should be reviewed and other options explored.

-- The State Plan should be eliminated and replaced by a simpler accountability document.

-- Federal funds should not be used to maintain on-going programs.

-- Matching requirements of the present Act should be eliminated.

-- Sex equity should receive continued emphasis.

-- National, state, and local advisory councils should be mandated with expanded business and labor representation, and their independence strengthened.

A Compendium of NACVE Reports, Policy Statements, Studies and other Activities Since 1969:

As part of its activities in looking at reauthorization issues, the Council reviewed past NACVE positions and compiled the compendium. It found that since its establishment, the Council had issued numerous reports and statements regarding the role, operation, funding, and impact of vocational education, as seen from the unique perspective of the collective membership over this period of time. The Council had anticipated, addressed, and in many instances initiated public debate on major issues and concerns effecting vocational education. Through its reports, and related testimony before Congress, the Council's views and recommendations had significant influence on policy and legislation. While progress and improvements have occureed in some areas, many of the issues are current and unresolved. They will continue to be explored and debated, by the Council and other interested partieis, as the Administration and Congress prepare for reauthorization of the Vocational Education Act, and other employment and training-related legislation.

Analysis of the Management Evaluation Review for Compliance/Quality (MERC/Q):

The Council recommended that the MERC/Q should be revised to reflect more adequately the intent of the 1976 Vocational Education Amendments, and in particular , Sec. 112. Congress gave the Department of Education direction by requiring a State-by-State review of strengths and weaknesses of their vocational programs. In so doing, Congress, by encouraging a more thoughtful understanding of the positive aspects of programs, as well as the problems, was setting the stage for systematic technical assistance. The Council concluded that MERC/Q had not provided the kind of programmatic technical assistance that helps States build on strengths and correct weaknesses, and made the following recommendations.

- quality review be expanded to functional areas (e.g., Special Needs Populations: Bilingual, Disadvantaged, Displaced Homemakers, Handicapped, Indians, Offenders; State Occupational Information Coordinating Council; Cooperative Education; CETA, and Job Corps; and Methods of Administration guidelines) and vocational disciplines (e.g., Agriculture, Business and Office, and Technical) as a basis for programmatic technical assistance;

- quality review activities be designed to (a) trace the function from the State level to a reasonable statewide sample of local vocational programs; (b) provide programmatic technical assistance to help, upon request, State and local education agencies improve their vocational programs and services; this should be the raison d'etre of the process; and (c) provide the Secretary with specific kinds of information that can be used in the mandated annual report to Congress to describe the results of program operations in terms of strengths and weaknesses of the total program.

- compliance activity be considered only the first step in a broader and formalized effort of technical assistance for program improvement and information-sharing; and

- compliance items be reexamined so as to include only those that are pertinent to improving programs/services in mandated and discretionary functions and vocational disciplines.

Briefing Paper on the Vocational Education Study
Issue Paper No. 3:

The paper summarizes the major items covered in the Study, and includes staff comments and some implications arising from the findings, as follows:

- Reauthorization language needs to be more precise, provisions sharply focused, and mutually supportive.

- Rules and regulations should be explicit in delineating Congressional intent. In order to accomplish this, substantial coordination and communication between Congressional and Department of Education staff will be required.

- Any discussion of the Federal Role or presence in vocational education needs to take into account the larger concern for coordination of human resource development strategies. In the words of the VES:

> It may well be that the most important signal for program coordination provided by the VEA and CETA amendments of 1976 is the task given to the National Advisory Council on Vocational Education, the State Advisory Councils on Vocational Education, and the National Commission for Employment Policy: to identify training needs and assess the extent to which <u>all</u> the programs conducted under <u>all</u> the pertinent Federal programs 'represent a consistent, integrated, and coordinated approach to meeting such needs. . . .' This charge may be said to invite the adoption of a new conception of a comprehensive and unified Federal policy for human resource development and employment.

- Federal leadership needs to be clarified and appropriate resources allocated to that function if they are to be truly a partner in bringing about change.

- The evidence obtained through the VES helps to dispel the concern held by many that P.L. 94-482 was so prescriptive that Federal control had, indeed, been increased. For those looking for information to justify the use of block grants, there is little evidence in the VES to support this funding mechanism.

COMMENTS OF THE NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION ON THE REPORTS OF THE NATIONAL COMMISSION FOR EMPLOYMENT POLICY

The National Advisory Council on Vocational Education is required to comment annually on the reports of the National Commission for Employment Policy, under provisions of the Education Amendments of 1976 (P.L. 94-482, Title II).

The Commission's Sixth Annual Report (December 1980) focuses on how coordination between economic development programs and employment and training programs could be improved to expand employment opportunities for the structurally unemployed. The Report points out that there are now five major Federal development programs. The Commission believes that these programs should be used to improve the employment prospects of those who lack skills, face discrimination, or otherwise confront special barriers to jobs. It notes that, in the first Federal economic development program, the Area Redevelopment Act of 1961, job creation efforts were directly linked with training activities.

The Council agrees that the accomplishment of this goal will require continuing emphasis on integrating programs that train the disadvantaged with development programs that stimulate job creation in the areas where the disadvantaged live. The Council would emphasize that vocational education throughout the Nation encompasses enormous resources and facilities which have the potential for significant impact in such collaborative ventures with economic development programs and the private sector.

The Council believes that the Private Sector Initiative Program (Title VII) should put greater emphasis on developing and implementing strategies for collaborative action. Providing leadership for more effective coordination between the private sector, education, employment and training programs, and other community resources is a part of the mandate of the Private Industry Councils, which should receive a higher priority than it has to date in most communities.

State and local advisory councils on vocational education, which are lay groups made up of representatives of business, labor, and other community interests, should be utilized in planning and gaining acceptance for such collaborative approaches.

At the National level, the Commission recommends improved coordination between agencies, and greater involvement of the private sector to insure that training is relevant. It also calls for changes in planning and funding, to bring various programs under the same cycle. The Council agrees that these are useful and desirable steps, and would further recommend that greater attention be given to program leadership, technical assistance, and innovative new approaches to bring about the desired collaboration of these programs at all levels.

The Council's Policy Statement on Reauthorization of the Vocational Education Act (October 1981) urges that the Federal role in vocational education be more clearly defined to focus on the needs of depressed urban and rural areas, program improvement in order that vocational education will be equipped to play a more effective role in such collaborative efforts, and access to the programs by all persons who need training. It emphasizes the need for cooperative ventures between education, the private sector, and other programs, of the kind recommended by the Commission.

In its report on Increasing the Earnings of Disadvantaged Women, the Commission makes 20 recommendations on how the Federal Government can strengthen its vocational education and employment and training programs to assist millions of white, black, and Hispanic women to improve their preparation for the labor market and their prospects for better jobs and higher incomes.

Without commenting on each individual recommendation, the Council would note that the findings of the Commission are consistant with those of the Council in its report of December, 1980, Increasing Sex Equity, The Impact of the 1976 Vocational Education Amendments on Sex Equity in Vocational Education. This report, a joint effort with the National Advisory Council on Women's Educational Programs, was based on studies and hearings conducted by the two Councils. This report illustrates the contention of the Commission that, while modest progress has occurred in eliminating sex stereotyping, there is still a long way to go.

Included in the NACVE report are the following findings and observations which would support the thrust of the Commission report:

- There must be considerably more emphasis at all levels on activities designed to overcome inequities in addition to the monitoring and reviewing designed to discover such inequities.

- Successful sex equity programs established a liaison with potential employers, provided participants with support services and orientation to the program, instituted comprehensive evaluation, and employed competent and dedicated staff. More identification and dissemination of such programs is needed.

- There have been significantly greater increases in adult women's enrollment in non-traditional programs through post-secondary and adult education than in high school women's enrollment in non-traditional programs.

- Most of the selected State Plans contained general statements indicating good intentions without defining specific methods for carrying out these intentions.

- Most states reported that they were monitoring and reviewing for sex equity, but there was little information regarding what happened once plans, proposals, and activities were reviewed.

- In most cases the State Plan responded to the requirements of the Federal regulations; however, in only a few cases did the state attempt to go further and define its problems or offer a system or method for eliminating sex bias at the local level.

- Many SACVEs or participants at public hearings on State Plans recommended that the state should be funding programs to deal with sex equity issues. Nevertheless, only a few states allocated additional funds for programs, and many states that allocated funds did not expend them.

- Women made greater enrollment gains in mixed programs than in non-traditional programs. The number of women in mixed programs increased by 756,500 (up 5%) while the number in non-traditional programs increased by 312,300 (up 4%).

- Increases in women's enrollment in non-traditional programs were greater in technical and in agricultural programs than in trade and industrial programs.

- Percent increases in women's enrollment in non-traditional trade and industrial programs occurred in courses without a strong sex role image, such as drafting, law enforcement, and graphic arts, rather than in courses with a strong male role image such as construction, police science, and machine shop.

- Greatest increases in enrollment of women in non-traditional programs occurred in states where planning and monitoring systems were established to meet equity goals, where funds were committed to establish equity programs, and where efforts were made to utilize the entire state staff to address sex equity issues.

- Negative attitudes about non-traditional training choices and expansion of male/female roles are still prevalent in state agencies, school districts, and communities, and constitute a major barrier to equity.

- More focus is needed on pre-service and in-service training of vocational education staff, especially to get more women into administrative positions, and men and women into non-traditional teaching positions.

- Minority women need supportive services, programs which address their cultural differences, and outreach efforts to change the negative image of vocational education in their communities.

- More sex-fair textbooks and materials infused in the curricula are needed to expand students' views of their potential career options and expose them to women and men in non-traditional jobs.

- Broad legislative coordination with other youth, education, and employment programs are needed in order to achieve sex equity in vocational education.

In its Policy Statement on the Reauthorization of the Vocational Education Act, the National Advisory Council contends that eliminating occupational sex stereotyping is an important and legitimate Federal role and urges incentives and innovative approaches to accomplish the goal. It states: "With the likelihood of worker shortages in the future, it is in the National interest to make a concerted effort to break down the artificial barriers which delineate the sex role designations of many occupational classifications. Sex equity and the elimination of sex role stereotyping should receive continued emphasis."

The cross-representation between the Commission and the National Advisory Council has proved to be increasingly useful and effective over the past year, and the Council anticipates an even closer working relationship as we move into the active period of reauthorization of both the Vocational Education Act and employment and training legislation.

10/1/81

COMMENTS OF THE NATIONAL COMMISSION FOR EMPLOYMENT POLICY ON THE REPORTS OF THE NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

The National Commission for Employment Policy is required to comment annually on the reports of the National Advisory Council on Vocational Education under provisions of the Comprehensive Employment and Training Act Amendments of 1978 (P.L. 95-524, title V).

The Council has issued three reports since the Commission published its last annual report. They are: Increasing Sex Equity, December 1980; Overview: 1979 Reports of the State Advisory Councils on Vocational Education, January 1981; and Vocational Education in Correctional Institutions, March 1981.

Increasing Sex Equity

Shortly after the Commission published its report, Improving the Earnings of Disadvantaged Women, the National Advisory Council on Vocational Education (NACVE) and the National Advisory Council on Women's Education Programs (NACWEP) published a report entitled Increasing Sex Equity, prepared for them by the Institute for Women's Concerns. This report includes an analysis of national and State data on vocational education, a summary of research findings concerning sex equity in vocational education, and a summary of two sets of hearings on sex equity sponsored by NACVE and NACWEP. In June 1981, the Council published a short supplementary paper, "Resource Linkages for Sex Equity."

The work of the Council nicely complements and reinforces that of the Commission concerning the treatment of women in vocational education. Both reports document that vocational education may contribute to arbitrary differences in economic roles by enrolling boys and girls in different activities, although there are some signs of change. Most women are enrolled in stereotypically female programs: consumer and homemaking, office, and health programs. Men predominate in agriculture, technical, and trades and industry programs.

The Commission believes that vocational education can be used to help prepare disadvantaged women for better jobs and that the emphasis in the Vocational Education Act on sex equity should be maintained. At the same time, we recognize that the labor market problems confronting millions of white, black, and Hispanic women cannot be overcome without the concerted efforts of government, the educational authorities, employers, and the support of the public at large.

Vocational Education in Correctional Institutions

The Council has recently released Vocational Education in Correctional Institutions. This report is based on four national hearings conducted by the Council in cooperation with the National Institute of Education. The hearings were held between November 8, 1979, and April 30, 1980, in Columbus, Ohio; Atlanta, Georgia; Huntsville, Texas; and San Francisco, California. A total of 106 witnesses, representing a broad spectrum of persons affected by vocational programs in jails and prisons, presented testimony. The witnesses were directed especially to address the Federal role regarding vocational education in correctional institutions and legal, attitudinal, and procedural barriers to the provision of vocational education to incarcerated persons. The witnesses also suggested solutions to perceived problems and made recommendations about Federal policy in this area.

As a result of its study, the Council concluded that vocational education in correctional institutions is inadequate to prepare ex-offenders to return to the competitive labor market. The Council further concluded that "a concerted effort to improve the effectiveness and efficiency of correctional vocational education must be initiated" (p. 5).

The Commission supports the Council's concern with the quality of vocational education in correctional institutions. We believe that concern with quality and program improvement in vocational education, including that provided to persons in jails and prisons, should be emphasized as Congress considers reauthorization of the Vocational Education Act.

SACVE Reports

Each of the State Advisory Councils on Vocational Education (SACVE's) is required to submit a copy of its annual evaluation report to the Department of Education and to the National Council. The National Council compiles annually an analysis and summary of these reports--the overview reports. They are meant to provide data of use to policymakers and to disseminate information about the condition of vocational education to other SACVE's and the public. The 1979 Overview Report continues to provide a wealth of information about the concerns of the SACVE's in 57 States, Territories, and the District of Columbia.

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NOTE: Each year NACVE prepares an Overview and summaries of the SACVE Annual Reports. Because of Department of Education printing restrictions during 1981, the 1980 Overview Report has not yet been printed. It is expected that the report will be printed during 1982.

NACVE

NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

POLICY STATEMENT

ON

REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT

OCTOBER, 1981

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PRINCIPLES AND RECOMMENDATIONS FOR REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT

As the process of reauthorization of the Vocational Education Act begins, the National Advisory Council on Vocational Education is concerned that the Federal role be clearly defined in order that the most effective use of Federal dollars can be realized. For over a year, the National Council has discussed and examined the nature and importance of Federal support to vocational education. As a lay council, representing the consumers of vocational education, we are convinced that continued Federal support is essential to achieve improvements in vocational education and to make the system more responsive to the rapidly changing requirements of our economy.

Our Nation's productivity and economic health are of utmost concern to all citizens. At a time of shrinking Federal expenditures for domestic programs, we are convinced that Federal support for vocational education should be increased, not decreased, but that its focus be changed. The quality of our workforce is at stake. All efforts to revitalize our economy will fail if we do not also make the investment in human resources which will guarantee the skilled labor force necessary for the new technological age.

The following statement of NACVE concerns and recommendations reflects the change of focus which the Council believes is necessary to make the limited Federal share of the vocational education enterprise more effective.

The National Advisory Council on Vocational Education believes that the Vocational Education Act should be revised to reflect the needs and realities of the 1980's and '90's -- the need for economic development and a workforce educated, trained, or retrained for critically short technical skills; the need to make our education system more relevant to the needs of all citizens, including disadvantaged and handicapped persons; increased concern for our National defense capabilities; and recognition of the greatly increased role and effectiveness of post-secondary institutions in the field of vocational and technical education.

Federal involvement should be framed within the broad context of economic revitalization and increased productivity, to explore the impact which creative use of Federal vocational education dollars might have in making programs more responsive to the needs of target populations and the demands of changing technology.

We recognize that education in America is primarily a state and local enterprise. There is, however, a Federal partnership role to be played in many aspects of education, particularly vocational education. Vocational education is expensive, complex, and changing. It touches very directly on many vital National concerns. In addressing those concerns we urge that the administration and funding of vocational education remain under the aegis of the U.S. Department of Education or its successor agency, where there is an understanding and appreciation of the educational value of the program, and of the operation of the education system at the state and local level where the programs are delivered.

FINDINGS

The new Vocational Education Act should provide a respite from cumbersome Federal requirements and regulations, and permit local and state jurisdictions greater flexibility in designing programs to meet their individual needs. The present Act attempts to control state and local programs with Federal dollars. The new Act should be based on the premise that the Federal participation is a partnership with the states to help enhance the basic state/local enterprise and make it more responsive to those areas related to National concerns. The Federal dollars should be targeted to areas where state and local resources are inadequate or unavailable to do the job.

There is an important Federal role, (a) in making programs available to special populations and eliminating sex stereotyping; (b) in the area of program improvement and expansion; (c) in providing assistance to urban and depressed rural areas; and (d) in increasing cooperation between business, labor, and education. The emphasis should be on incentives and innovative approaches to accomplish these goals.

Funds needed to keep vocational education current with rapidly changing technology and job requirements will be hard to find at the state and local levels, as school boards and administrators grapple with shrinking resources. State and local jurisdictions face the same inflationary pressures as does the Federal Government, and they are increasingly unable to provide more than the basic costs of maintaining existing, on-going programs in vocational education. Experience has demonstrated that the extra costs involved in development of programs in new and emerging occupations, curriculum development and teacher training to keep pace with new technology, renovation and replacement of obsolete equipment and facilities, and special services required by students who most need job skills to become productive citizens, simply will not occur without Federal support. We believe that the Federal role should be more effectively shaped to meet these target needs.

The Federal role should be refocused on clearly defined priorities to achieve access and equity and program improvement. This would significantly reduce the scope of the present Act. Within these perimeters states would have the flexibility to determine the use of Federal funds. In the area of access/equity a state could allocate the Federal funds to the area or areas where it determined the need was greatest. After demonstrating progress, funds could be transferred to other target areas. On the program improvement side, states would have a wide range of options for improving program quality and services. These could include -- renovation of existing facilities for vocational education program use; upgrading of equipment; construction of new vocational-technical facilities where it can be demonstrated that new construction would cost less than renovation of available existing facilities; establishing new programs; guidance and counseling; curriculum development; and cooperative ventures with the private sector.

Although specific percentage set-asides for target groups in the basic state grant would be eliminated, the special funds for Indian vocational programs administered by the Secretary should be retained. Programs for eligible Indian tribes and organizations are a unique and historic Federal responsibility.

Within this context, the National Advisory Coucnil on Vocational Education believes that the reauthorization of the Vocational Education Act should concentrate on the following six areas:

1. Areas of High Unemployment: A major National priority should be the channeling of vocational training and retraining funds to areas with high rates of unemployment, such as urban centers with large concentrations of unemployed, disadvantaged youth; localities where industry has cut production or moved out resulting in large numbers of displaced workers; and border areas experiencing large influxes of aliens. A rising tide of productivity will bring with it a

rising tide of frustrated expectations if young people and unemployed adults do not have the skills needed to qualify for the jobs which will be created through economic revitalization. Business and industry will face increased worker shortages if vocational training programs are not kept up-to-date with the latest technological advances.

2. Emerging Occupations: As the Nation gears up to increase productivity, it must direct attention to emerging occupations in critical, high demand areas. Fast changing technology requires that there be a workforce trained to operate and repair complex and sophisticated new machinery which will require skills and functions unheard of a few years ago. In vocational education, the new technology has an impact on program relevancy, equipment and facility renewal, curriculum development, guidance and counseling services, and teacher training and upgrading. The needs in these areas go far beyond the ability of most individual states or localities to respond effectively in upgrading their programs without Federal assistance.

   Vocational education will have an increased role in preparing workers for new occupations in high technology areas. A whole new cadre of technicians and semi-professional workers must be trained for the future. In an expanded service economy there is a whole range of new "white collar" occupations for which vocational education can provide training. These jobs, in areas such as banking, word processing, and a new generation of data processing technology, are a departure from the traditional perception of vocational education as blue collar. One of the greatest challenges facing vocational education is to expand its capacity to prepare these new white collar workers.

   Many of these new occupations will require a relatively high degree of proficiency in the basic skills of reading, writing, computation, and communication, in addition to specific technical skills. Where instruction is unavailable through referral to other programs, vocational education funds should be used to upgrade proficiency in basic skills within the context of the associated vocational or technical programs pursued by the students needing such services. Innovative programs which eliminate the artificial barriers between academic and vocational programs should be encouraged.

3. Economic Development and Training: Another area of critical importance as the Federal Government pursues its goals of economic revitalization is in the redevelopment of depressed areas and communities. Innovative ways must be found to link vocational education with other programs designed to bring new jobs to rural areas, to

provide for expansion of job opportunities to residents of inner cities, and provide retraining and job development for displaced workers in communities which experience major job displacement.

4. Handicapped: Vocational education for the handicapped should be continued as a National priority. Presently, handicapped students make up only 2.6 percent of vocational education enrollments. The often expensive special services needed to provide vocational education for the handicapped will, in most places, not be available if the commitment and the leadership does not come from the Federal Government. It is the responsibility of vocational education to sensitize policy makers, employers, and the general public to the career training needs of the handicapped. We must change the perception of low expectations for handicapped persons in employment, and stop career stereotyping regarding the occupational possibilities of certain disability categories, and of handicapped people in general.

5. Defense Needs: In the military, as in industry, we must have highly skilled workers who are capable of learning the operation of advanced machinery and systems. There is no longer room in the Armed Forces for the unschooled and the unskilled. The Armed Services face critical shortages of personnel who can qualify for training on highly technical advanced weaponry systems. Up-to-date vocational education programs of high quality can provide candidates for advanced training who are well grounded in basic technological skills. These needs should be kept clearly in mind as the Federal role in vocational education is discussed.

6. Corrections: The Council strongly endorses the call by Chief Justice Warren Burger for mandatory basic education and vocational training for prison inmates, in order that they will be equipped to compete for jobs and be contributing members upon their return to society. The cost to the states for incarceration is a staggering $4 billion a year. A modest investment in skill training will more than pay for itself if it helps former inmates qualify for jobs. The NACVE regional hearings on correctional education heard repeatedly that one of the major factors which caused former inmates to return to prison was the lack of a meaningful job. The NACVE report based on those hearings, Vocational Education in Correctional Institutions, is now available.

The Council would support separate legislation addressed to the special needs of persons in correctional institutions. If separate legislation is not feasible at this time, the Council believes that the reauthorized Vocational Education Act should strengthen its emphasis on programs for inmates and make them a major priority.

The same emphasis should be included in other education programs, such as adult education, and other relevant social service programs. Whether funded through new, separate legislation or through the Vocational Education Act and related statutes, any prison education program must take a comprehensive approach in order to meet the unique problems of inmates, including basic remedial education, skill training, counseling and guidance, attitude and motivation, psychological counseling, job placement, and transition to the free society.

In all of these areas, it is essential that program planners have adequate data and information on job needs and changing job requirements in order to avoid a mismatch between vocational programs and the job market. It is also important to continue practical research and dissemination in the areas of curricula for new occupations and teacher training and upgrading. The Council therefore urges the continuation of National and State Occupational Information Coordinating Committees, and of a National Center for Research in Vocational Education.

RECOMMENDATIONS

With respect to the administration and funding of the Vocational Education Act, the National Advisory Council on Vocational Education makes the following recommendations:

1. The formula for distribution of Federal funds under the new Act should be designed to overcome some of the past inequities to urban and rural areas. The present formula attempts to weight the distribution to achieve an equitable balance, but too often states have ignored those factors. The new formula should direct funds to where the most students are concentrated, while at the same time making provision for the special needs of sparsely populated rural areas which would not attract adequate funds on the basis of student population alone.

   Because of the critical financial problems facing most of our urban school districts, we urge that a separate allocation, apart from the regular formula, be made available directly to major city school districts for program improvement purposes and innovative methods of serving disadvantaged students. In addressing the needs of urban areas, it is essential that collaborative efforts between vocational education, other employment and training programs, and the private sector be expanded. Prime sponsor programs, community-based organizations, special programs such as 70,001, apprenticeship programs, and others, should be linked with existing vocational education resources in expanded, mutually supportive, arrangements.

Reauthorized CETA legislation should place greater emphasis on training, and a portion of those funds should be directed to urban vocational schools to assist them in improving their programs and expanding their capacity to serve disadvantaged in-school youth, and to extend programs to out-of-school youth in collaboration with other organizations in the community.

2. The Act should provide incentive funds to encourage these innovative linkages with other education and training programs. Vocational education must shed some of its traditional ways and move into the community through new cooperative ventures with business, labor, and other programs. Part-time employment, on-site training, entrepreneurial activities, evening and weekend training activities, and apprenticeship should be part of the program improvement thrust of the new Act.

3. The apprenticeship system has been an integral component of job training in America, past and present, and should be expanded. Apprentices attain their goals of employability and employment through a blend of practical "hands-on" types of experiences, together with related classroom instruction. Vocational education has and should continue to play a major role in the provision of this related instruction and in the promotion of apprenticeship programs.

4. Keeping vocational education classes supplied with up-to-date equipment, especially with rapidly changing advances in technology and machinery, is one of the most costly aspects of the program. NACVE testified on this need during the last reauthorization hearings, and Congress included in the Act special emergency funding for the modernization of equipment and facilities. However, funds have never been appropriated under that section. We urge that the new Act include such funding as a major purpose of the program improvement thrust, rather than as a separate authorization. A funding model which should be explored is the National Science Foundation's Undergraduate Scientific Improvement Program. Under this program, institutions may submit proposals for half the cost of new or replacement equipment, when such equipment will result in significant improvement to program quality.

5. We also recommend that incentive funds be made available to schools to find innovative ways to equip their programs, other than outright purchase. In certain programs, such as advanced medical technology, the initial purchase of even one piece of new equipment would be prohibitively expensive. Other alternatives could include sharing of equipment with other schools and laboratories, arrangements with business and industry for on-site supervised use of equipment during slack hours, agreements for observation and simulation at hospitals and other local facilities, and the loan of equipment by business. Tax incentives to business and industry to make such

loans or donations should be explored.

6. Postsecondary institutions have played an increasingly important role over the past decade in vocational education, far beyond that represented by the 15 percent set-aside in present law. The Council believes that this expanded role must be recognized. Many four-year institutions, as well as community colleges and technical institutes, are offering certificate, associate degree, and in some cases, baccalaureate programs. The Council questions whether the outright prohibition in the current Act against funding baccalaureate degree programs should be continued.

   Congress should give consideration to a limited demonstration program to permit the expansion of vocational programs to the third and fourth years of college. This should be restricted to certain high technology occupations where additional training is required to qualify for jobs at less than professional levels.

   Incentive bonuses should be provided where there is strong articulation between the secondary and postsecondary institutions, so that students could move in a logical progression from secondary vocational programs to more advanced postsecondary technical programs, and where arrangements permit the sharing of facilities.

7. It has been almost axiomatic that Federal funds under the Act go to a sole state agency. This principle should be reviewed and other options explored. In a State where there is one educational agency governing all educational levels, the sole state agency or board concept may be valid. In other States, with differing and often competing State Boards, other approaches may be warranted. The purpose of the sole state agency concept, or any alternative, should be to assure that vocational education is part of a comprehensive system, with articulation between academic and vocational programs, at the secondary, adult, and postsecondary levels, as well as with employment and training programs.

8. The State Plan under the present Act, despite attempted improvements, still remains primarily a compliance document drafted to satisfy the Federal requirements for funding. This has been encouraged by the Department of Education's strong emphasis on compliance. We believe that the use of state and local funds should not be subject to Federal planning requirements. The State Plan should be eliminated and replaced by a more simple method of accountability, which would permit the Department to ascertain that Federal funds were being used for targeted purposes. The emphasis on planning should remain at the local level, where the bulk of the funds are generated. The role of the U.S. Department of Education should shift from compliance review to providing leadership, technical assistance, and information dissemination on innovative programs and approaches.

9. Federal funds should not be used to maintain basic on-going programs. They should be used for those targeted activities for which state or local funds are not available. The Federal dollars should be incentive money to improve program quality, expand participation, and fund innovative activities.

10. The new Act should not require matching based on the concept contained in the present Act. The one-to-one match was intended to stimulate state and local spending. It has more than succeeded. State and local funds should now be used to support the basic enterprise which has been built. The Federal dollars should be used for the improvement and expansion of the basic program. However, since the Federal dollars are intended for improvement and enhancement, the state/local support for the basic program should not fall below the level of the Federal support. If the state/local portion should shrink to less than the Federal contribution, the Federal funds should be reduced to a level where the improvement funds do not exceed the basic support funds.

11. With the likelihood of worker shortages in the future, it is in the National interest to make a concerted effort to break down the artificial barriers which delineate the sex role designations of many occupational classifications. Sex equity and the elimination of sex role stereotyping should receive continued emphasis. The Council's recent report, Increasing Sex Equity, has been sent to the President and to Congress. It indicates that, while there has been some modest progress under the 1976 Amendments, sex equity and equity in other areas will not be achieved over night. If the scope of the Act is narrowed to target on access and equity concerns, along with program improvement, additional funds should be available to states for innovative approaches to achieve sex equity.

12. With increased attention to program improvement to make vocational education responsive to productivity concerns, we believe it is essential to maintain a strong, representative lay advisory council system at the local, state, and National levels. Advisory councils play a unique role in vocational education, especially in fostering the business/labor/education linkage. Business, particularly small business, and labor representation must be expanded. We believe the need for lay advisory councils will become even more important in the future as jobs and training become more technologically sophisticated. We must have the advice and the input of those with a vested interest in quality training and a skilled workforce. Councils should not be made optional, at the discretion of education administrators. Generally, education administrators have not opted for reaching outside of their establishment and forging working and effective linkages with business and labor. Those linkages are essential for achieving improved vocational programs in the future.

The ties bewteen the National, state, and local advisory councils should be strengthened to assure their independence, and to permit greater sharing of ideas and information. Too often, administrators have objected when advisory councils were not perceived as being advocates. By their nature and composition, advisory councils are advocates of excellence and quality in vocational education, but they are not uncritical advocates. They were never intended to be, and must never become, rubber stamps and advocates of the status quo. Advisory Councils are change agents in vocational education and should remain autonomous. These lay citizen councils are the bridge between the consumer and the delivery system. They offer an expertise and perspective, particularly through their business and labor membership, which vocational education must have to respond effectively to the challenges of the future.

IN SUMMARY

-- Reauthorization of the Vocational Education Act should be considered within the context of efforts to revitalize the Nation's economy, and Federal dollars should be focused on improving programs as an investment in human resources, in order to guarantee the skilled workforce of the future.

-- Vocational education touches directly on many vital National concerns; Federal dollars should be concentrated on Federal goals and priorities, with the emphasis on incentives and innovative approaches to accomplish those goals.

-- Administration and funding should remain under the Department of Education, or successor agency.

-- The scope of the Act should be narrowed to target on program improvement and expansion, and access/equity for all citizens.

-- Within this context, reauthorization should concentrate on six areas: (1) Areas of High Unemployment; (2) Emerging Occupations in High Demand areas; (3) Economic Development and Training; (4) Handicapped; (5) Defense Needs; (6) Correctional Education.

-- National and State Occupational Information Coordinating Committees and a National Center for Research in Vocational Education should be continued.

-- Federal requirements and regulations should be reduced to permit greater flexibility at state and local level in carrying out the purposes of the Act.

-- The formula for distribution of Federal funds should be designed to overcome past inequities to urban and rural areas.

-- A portion of CETA funds should be directed to urban vocational schools to assist them in improving programs for disadvantaged youth.

-- Incentive funds should encourage innovative linkages bewteen vocational education, other education and training programs, and the private sector.

-- Apprenticeship programs should be expanded, and vocational education should continue to play a major role in those programs.

-- Funding for replacement and modernization of equipment should be a program improvement priority, and incentives should be provided to find innovative ways to equip programs, other than outright purchase.

-- Funding of technical programs at the baccalaureate degree level should be considered, and incentives provided for increased articulation between secondary and postsecondary programs.

-- The sole state agency concept should be reviewed and other options explored.

-- The State Plan should be eliminated and replaced by a simpler accountability document.

-- Federal funds should not be used to maintain on-going programs.

-- Matching requirements of the present Act should be eliminated.

-- Sex equity should receive continued emphasis.

-- National, state, and local advisory councils should be mandated with expanded business and labor representation, and their independence strengthened.

October, 1981